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ABSTRACT

Because of the expanding need for child care for preschool children, and for older children in after-school hours, there is greater interest in programs for day care, and increasing acceptance of the concept of publicly-financed day care. This paper describes the market for day care, the federal programs which exist and the standards which have been established for federally-aided day care. The issues involved in the expansion of day care programs in the United States are discussed, and various proposals made to expand these services through federal legislation are pointed out. An attachment summarizes legislative proposals on day care and preschool education which have been made since 1961. (Author/NH)

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FEDERAL INVOLVEMENT IN DAY CARE

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Attachment - Summary of Legislative Proposals for Day Care and Day Care Related Programs

Introduction

The concept of publicly-financed day care for children has only recently begun to regain respectability. For a brief period, during World War II, Federal funds were made available to the States to enable them to provide day care for the children of mothers working in war-time industries. This program, provided under the Lanham Act, was terminated with the end of hostilities. It was expected that the mothers in the war plants would return home, and the need for day care would disappear.

In fact, not all of the mothers did leave their jobs, and in the nearly quarter of a century that has elapsed since that time, the number and percentage of working mothers has grown rapidly. Working women are now coming from a wide economic spectrum. Although most of them work for economic reasons, a growing number of professional women are working for other, personal reasons. The 1967 Social Security Amendments, with their emphasis on employment and training for welfare recipients, will add a new group to the ranks of working mothers.

Not all of these mothers want or need day care facilities for their children. A very large number would presumably use them, however, if they were convinced that the quality was high, the location convenient, and the price reasonable.

Because of the expanding need for some kind of child care for preschool children, and for older children in after-school hours, there is increasing interest in programs for day care, and concern about how they can be developed.

This paper will attempt to describe the "market" for day care, the Federal programs which exist to provide day care services, and the standards which have been established for Federally-aided day care. A final section will point out the issues that now surround the expansion of day care programs in the United States and various proposals which have been made to expand day care services through Federal legislation.

FEDERAL INVOLVEMENT IN DAY CARE

1. Working Mothers and Day Care Resources

There are many instances in which mothers may want part or full day care for their children. They may be ill, or engrossed in the care of another member of the family who is ill or handicapped. They may wish to continue their education, or enroll in a job training program. Or they may want their children to have the social and education experience which good day care can offer, and which the more affluent can purchase through private nursery schools.

The majority of the women who need day care services for their children, however, are those who are employed on a part-time or full-time basis outside of the home. The number of working mothers has risen steadily and rapidly in recent years. According to the Department of Labor, the labor force participation rate of mothers with children under 6 years of age was 10.8 percent in 1948 and 24.2 percent in 1966. Among mothers with children 6 to 17 years of age only, the rate was 26.0 percent in 1948 and 43.7 percent in 1966. In actual numbers, there were 10.6 million mothers with children under 18 years of age who were in the labor force in March 1967, the

latest date for which such data are available.

Breaking down this figure, about 2.2 million of these mothers had children under 3 years of age; 1.9 million had children 3 to 5 years of age (none under 3); and almost 6.5 million had children 6 to 17 years of age (none under 6).

In regard to the future, the Bureau of Labor Statistics stated that a conservative estimate would be that the number of working mothers 20 to 44 years of age with preschool children will increase to 5.3 million by 1980.

In a June 1968 publication prepared by the Department of Labor on "Working Mothers and the Need for Child Care Services," additional information relative to the characteristics of working mothers is given. For example, figures show that mothers with school-age children are more likely to work than mothers with younger children. Among mothers with the husband present, more than 2 out of 5 of those with children 6 to 17 years of age (and none under 6) were workers in March 1967. This compares with about 1 out of 4 for those with children under 6 years of age. Among mothers who are widowed, divorced, or separated, the likelihood of working is also greater for those who have school-age children only,

than for those who have younger children. In March 1967, 75 percent of these mothers with children 6 to 17 years of age only were working, as compared with 51 percent of those with children under 6 years of age.

Looking at the children of these working mothers, it has been estimated that more than 17 million children under 18 years of age had working mothers in March 1965. About 4.5 million, or more than one-fourth, of the children were under 6 years of age; 2.0 million were under 3 years and 2.5 million 3 to 5 years. Another 6.4 million of the children were 6 to 11 years of age.

A survey was made in 1965 of the child care arrangements of mothers who worked 27 weeks or more in 1964. These mothers had 12.3 million children under 14 years of age. Findings show that (1) about 18 percent of the children were cared for away from home, with only about 2 percent cared for in group care centers; (2) about 8 percent looked after themselves - with about 4 percent of the children who looked after themselves being under 6 years of age; (3) 46 percent were cared for at home by a father, brother, sister, or other relative, or by someone hired to look after them in the home; (4) another 28 percent were looked after by the mother,who

either cared for her children while she worked, or worked only during their school hours.

Although, as has been indicated, the demand for day care services extends beyond the working mother, these figures quoted above give some idea of the number of children who might be served by day care programs. Because of the widely varying auspices under which day care is provided, it is difficult to ascertain the numbers of children being served at the present time. However, estimates indicate that about 400,000 children are currently attending public or private day-care centers.

Federal government sources state that Federally-aided cay care programs are now serving more than 75,000 children. Other sources of support are State and local governments, churches, both non-profit and profit organizations, and in a limited number of instances, private industry.

Because of the incomplete nature of information which is available, only the role of the Federal government in providing day care is discussed in the following section. Related programs, such as preschool education, are also described.

II. Federal Involvement in Day Care Programs

A number of Federal departments are involved in financing day or child care programs in a variety of ways. The major department, of course, is the Department of Health, Education and Welfare. But other Federal departments and organizations are also involved, including the Office of Economic Opportunity, the Department of Labor, the Department of Housing and Urban Development, the Department of Agriculture, and the Small Business Administration.

In order to present some idea of the nature and extent of Federal programs relating to day care, an attempt is made here to describe the major existing programs, based on information which was obtained from the various departments involved.

A. Department of Health, Education, and Welfare

The Department of Health, Education, and Welfare provides day care or day care related services under the following programs:

Child Welfare Services - Funds are authorized under Part B of Title IV of the Social Security Act. Under the legislation, grants-in-aid are made to State public welfare agencies for child welfare services which may include, but are not limited to, day care services.

Distribution of money within a State is made by the State welfare department. No specific amounts under the legislation are earmarked for day care services.

It has been estimated that Federal funds going for day care services in the States have been in the following amounts:

Fiscal Year 1965 - $4.6 million
1966 - $6.7 million
1967 - $5.6 million
1968 - $6.2 million (preliminary)
1969 - $6.9 million (projected)

Aid to Families with Dependent Children - Work Incentive Program - Funds are authorized under Part A of Title IV of the Social Security Act. The 1967 Social Security Amendments require the referral of all appropriate AFDC recipients to work and training programs under the new Work Incentive Program. The law provides that child care services must be provided for the children affected by the referral of mothers to WIN programs. Federal matching of 85 percent is authorized for fiscal year 1969, and 75 percent thereafter.

The Department of Health, Education, and Welfare has given the following estimates for expenditures for day care under WIN:

1968 - $ 1 million

1969 - $22.6 million

It should be noted, however, that the implementation of the WIN program has been moving slowly, and estimates which have been received from the States now indicate that only about $11 to $12 million of the $22.6 million originally earmarked for day care in 1969 will actually be used. Thus, despite the fact that the law provides for an open-end appropriation for day care provided under WIN, the amount which will be expended under the program will obviously depend on the rate at which WIN programs are established throughout the country.

Also related to the Federal involvement in day care services under WIN, the intention has been expressed to train some of the welfare mothers as aides for day care centers, family day care homes, and to provide care in a child's own home.

Public Assistance - Social Services - Under Title IV Part A of the Social Security Act, the Federal government is authorized to match State expenditures for day care services which may be provided by the State public welfare departments as a social service to families who are receiving AFDC payments, but who are not participating in a WIN program. Day care services may also be provided to former recipients of AFDC and also to potential recipients.

The law provides for Federal matching for these services at a rate of 75 percent (85 percent for fiscal year 1969). The Department of Health, Education, and Welfare has stated that it cannot give estimates for expenditures under this program, but that it is not expected that day care will be provided to any measurable degree under this provision during 1969 and 1970.

Although the amount is not identifiable, additional Federal money goes toward day care as part of grants to AFDC mothers. Under the law, State welfare agencies are required to disregard work expenses, and necessary expenditures for day care are included in most State plans. Because of this, the welfare recipient who has child care expenditures will necessarily be paid a higher cash assistance payment. The amount, however, varies from State to State, as does the extent of the use made of this provision.

Work Experience and Training Program - Funds are authorized under Title V-A of the Economic Opportunity Act. This program, which is now being phased out to be replaced by the new Work Incentive Program under the Social Security Act, has been administered by the Department of Health, Education, and Welfare. Under this program, State welfare agencies have been authorized to use Federal

funds to pay for day care of children whose parents or others responsible for their care are enrolled in a work and training program. According to the Department of Health, Education, and Welfare, the following amounts of Federal funds were budgeted by the States for use in day care:

1965 - $3.55 million

1966 - $4.57 million

1967 - $4.77 million

1968 - $2.25 million

1969 - figure not available, but there will be a significant decrease inasmuch as the program is in the process of being phased out

Programs under the National Institute of Mental Health - The NIMH also has been conducting some research in the area of providing day care to children. It has estimated that about $1 million was spent for that purpose in fiscal year 1968. Smaller amounts were spent in preceding years.

Title I of the Elementary and Secondary Education Act - Related to day care, or pre-school programs for children, the Office of Education makes grants, authorized under Title I, to local educational agencies to finance approved projects designed to meet the special

needs of educationally deprived children living in areas with high concentrations of children from low-income families. Grants may also be made to State agencies for special assistance to handicapped, neglected, delinquent and migrant children.

It is estimated that about 75 percent of all Title I expenditures are for instruction, and about 25 percent for services such as food, clothing, medical and dental, psychological, social work and transportation services.

More than 475,000 children at the pre-kindergarten (94,000 in 1967) and kindergarten (381,000 in 1967) levels are currently participating in Title I programs. Pre-kindergarten programs are financed almost entirely by Title I, and supplementary services are being provided under Title I for children where free public kindergartens are available. In fiscal year 1967 over $54 million of Title I funds was expended for instructional programs and over $1 million for services for pre-kindergarten and kindergarten children.

Title III of the Elementary and Secondary Education Act - Funds are authorized under Title III for supplementary educational centers and services, a program administered by the Office of Education to stimulate local school districts to seek creative solutions to

their educational problems. There are 61 projects serving an estimated 40,000 preschool children at a cost of $3.1 million.

Training under the Education Professions Development Act - The Office of Education provides grants and contracts to institutions of higher education, and State and local agencies to improve the qualifications of persons serving or preparing to serve in educational programs in elementary and secondary schools, including preschool programs. Fellowships for graduate study, as well as inservice and pre-service, short-term or regular session projects and programs are authorized. Training for teacher aides is included in the program.

Migrant Health - There also are programs relating to day care services under the Migrant Health Act of 1962, which provides for funds for health services for migrant children in day care centers. However, we have not been able to determine the scope of activity under this legislation.

Children's Bureau - Research and Demonstration - There are a limited number of research and demonstration projects relating to day care under the Children's Bureau, as authorized under Title IV-B of the Social Security Act.

B. The Office of Economic Opportunity

Head Start - (President Richard Nixon has announced that this program is to be delegated to the Department of Health, Education, and Welfare. He has announced also that a decision will be made before the end of the fiscal year on whether Head Start should be transferred to HEW, or should remain a delegated program. As a delegated program, it will be, for the time being, in the office of the Secretary of Health, Education, and Welfare.)

The major involvement of the Office of Economic Opportunity in day care or day care related activities has been in the program of Head Start. Under Head Start there are summer programs and full year programs, some of which could be considered day care, inasmuch as they are designed to accommodate working mothers. Funds for Head Start are authorized under Title II-B of the Economic Opportunity Act. Statistics showing amounts of money and the numbers of children in Head Start programs are:

Head Start Budget and Enrollment

	1965	1966	1967	1968	1969
Summer					
$ in millions	$85	$99	$118	$102	$99
Enrollees	560,000	573,000	466,000	477,000	477,000
Full Year					
$ in millions	---	$81	$212	$198	$202
Enrollees	---	160,000	215,000	218,000	218,000

In fiscal year 1968, 54,000 children out of the total in the full year Head Start program were enrolled in full day Head Start programs at a cost of about $70,000,000. This means that about 25 percent of the children enrolled in the full year Head Start program were given full day care.

Also related to day care under Head Start, there is a training program for both professional and non-professional employees to teach them to work with young children. It is estimated that in 1968 about 70,000 persons received this kind of training at a cost of $18,000,000.

Parent and Child Center Programs - The Parent and Child Center Program is a pilot effort launched in fiscal 1968 by the Office of Economic Opportunity under Title II of the Economic Opportunity

Act. It provides community action and other agencies with grants for the planning and development of parent and child centers for disadvantaged families with at least one child under three years of age. It offers many services similar to those now offered in the Head Start program to children in the 3 to 6 age group. It is planned that many of the parent and child centers will offer day care and nursery services for children, and educational, recreational, health and counseling services for their parents.

It is estimated that about $5,000,000 was spent for parent and child centers on an experimental basis in 1968, and about 3,600 families were served by these centers.

Day Care for Children of Migrants and Seasonal Farm Workers - Funds for day care for the children of migrants are authorized under Title III-B of the Economic Opportunity Act. Expenditures under this program over recent years have been:

Fiscal Year 1965 - $687,000
1966 - $ 1,500,000
1967 - $797,000
1968 - $697,000

Title V-B of the Economic Opportunity Act - The 1967 amendments to the Economic Opportunity Act provided for a new day care program designed to enable parents to undertake education, training, or employment. Under the amendments the Director of the Office of Economic Opportunity is authorized to provide financial assistance to public agencies and private organizations to pay up to 90 percent of the cost of planning, conducting, administering, and evaluating projects under which children from low-income families or from urban and rural areas with large concentrations or proportions of low-income persons may receive day care. Financial assistance may be given to employers, labor unions, or to joint employer-union organizations for day care projects established in connection with a place of employment or training. Also, project costs may include costs of renovation and alteration of physical facilities.

Although this legislation provides the foundation for a broad Federal day care program, thus far there have been no funds appropriated for the program and no agency has been designated to operate it.

C. Department of Labor

Day Care under Work and Training Programs - The 1967 amendments to the Economic Opportunity Act provide for day care services under Work and Training Programs which are administered by the Department of Labor.

The appropriations for day care services under Work and Training Programs (Title I-B of the Economic Opportunity Act) were $1,000,000 for fiscal year 1968. (The program was not started until after the fiscal year was under way.)

New Careers - The New Careers Program is authorized under Title I-B of the Economic Opportunity Act. It is an adult work-training program which may train people as day care aides. There is no estimate available of how many people or how much money has been involved in the program.

D. Department of Housing and Urban Development

The Department of Housing and Urban Development is involved in day care through the provision of funds for facilities which may house day care programs. Funds are authorized under the following programs:

Neighborhood Facilities Grant Program - This program provides funds for the development of community centers which may house day care facilities. The Renewal Assistance Administration gives grants to local public agencies for the design and construction of entire community centers, authorized under Title VII of the Housing and Urban Development Act of 1965.

As of November 30, 1967, 126 neighborhood facilities centers were in operation, and 67 of these (or 53.2 percent) had day care services. As of December 31, 1968, 246 applications for neighborhood facilities centers had been approved by the Renewal Assistance Administration. Of these, 124 included plans for day care services.

Indoor Community Facilities Program - The Indoor Community Facilities Program is similar to the Renewal Assistance Administration's Neighborhood Facilities Grant Programs except that it is attached to low-rent public housing projects. The Housing Administration provides loans to local housing authorities for the construction of community facilities in low-rent public housing projects; day care centers may be included.

The local housing authorities may lease space in the facilities to public or private organizations to operate day care centers. The cost of leasing space in the facilities is usually nominal.

According to a study of community facilities and programs serving residents of low-rent public housing made by the Department of Housing and Urban Development, there were, in December 1965, a total of 270 facilities being used as day care centers or nurseries on public housing project sites. There were 279 off-site facilities used for the same purposes.

Model Cities Program - Funds are authorized under Title I of the Demonstration Cities and Metropolitan Development Act of 1966. This Title authorizes a program of financial assistance to help cities plan, administer, and carry out coordinated physical and social programs to improve the environment and the general welfare of people living in slum and blighted areas. Federal grants are authorized to cover up to 80 percent of the cost of planning and developing model city programs. Day care projects are included in many of these programs, at least as they are planned, although there is no estimate available to indicate their scope.

To give some idea of the numbers of cities involved in the Model Cities program, 75 cities were selected for planning grants in 1967, and these will be completing their planning and become eligible for supplementary grants and expanded assistance under existing grant-in-aid programs in 1969. A second group of cities was approved for planning grants during 1969. These cities are expected to become eligible for supplementary grants on completion of planning in 1970.

E. Department of Agriculture

School Lunch Program - Funds for this program are authorized under the National School Lunch Act. Amendments to the Act in 1968 provide for extending the school lunch program to children in public or private non-profit child care institutions from areas where poor economic conditions exist or where there are high concentrations of working mothers, including institutions providing day care for handicapped children. The amendment authorized $32 million for fiscal 1969, and $10 million was appropriated.

Special Milk Program - The Child Nutrition Act authorizes funds for milk programs in all public and nonprofit private schools of high school grade and under, nonprofit nursery schools, child care

centers, settlement houses, summer camps, and similar nonprofit institutions.

Estimated expenditures for milk programs for preschool children are:

1965 - $2,963,396 (average number of centers - 2,000)
1966 - $2,970,718 (average number of centers - 2,200)
1967 - $2,845,932 (average number of centers - 2,300)
1968 - $2,900,000 (average number of centers - 2,200)
1969 - $3,100,000 (average number of centers - 2,300)

Commodities Distribution Program - Although there is no estimate available as to the amount of money expended or the number of children served, preschool children have benefitted from the free commodities distributed to nonprofit charitable institutions under the Commodities Distribution Program.

F. Small Business Administration

Business Loans - Funds are authorized under the Small Business Act. Small businesses that are unable to obtain credit elsewhere on reasonable terms are eligible to apply for a loan under the Small

Business Act. A profit-making day care center could qualify for participation, although a nonprofit center could not, because SBA makes loans only to profit-making institutions.

In addition to making loans directly, the SBA may insure loans which are made by other institutions, and may also share in making loans with banking institutions. In the figures given below, therefore, the Gross Amount represents the total amount of the loans, and the SBA amount represents the SBA share of the loan. The number of loans made represents the best estimate by the SBA of the loans made by them to day care institutions.

	Number of Loans	Gross Amount	SBA Amount
1965	15	$264,432	$264,432
1966	25	187,100	180,270
1967	30	462,600	441,575
1968	32	763,895	700,735

III. Day Care Standards

In the past the Federal Government has not established standards for day care. Day care was regarded as a State or local concern, and, in fact, very little Federal money went for day care purposes. In recent years, however, as the Federal commitment for day care has grown, concern about the quality of the day care being provided has also increased.

Legislative basis for establishing Federal standards for day care is claimed from an amendment to the Economic Opportunity Act in 1967 which states that "The Director [of the Office of Economic Opportunity] and the Secretary of Health, Education and Welfare shall take all necessary steps to coordinate programs under their jurisdictions which provide day care, with a view to establishing, insofar as possible, a common set of program standards and regulations, and mechanisms for coordination at the State and local levels."

A. Programs Covered

It was as a result of this mandate that a Federal Panel on Early Childhood was formed in the Spring of 1968 which is responsible for the formulation and revision of Federal day care standards. This

Panel consists of representatives of the Department of Agriculture, the Department of Defense, the Bureau of Indian Affairs, the Department of Housing and Urban Development, the Department of Labor, the Office of Economic Opportunity, and the Department of Health, Education, and Welfare. The standards which it has issued have been approved by the Secretaries of Labor and Health, Education, and Welfare, and the Director of OEO. They compose requirements which day care programs must meet if they are receiving or applying for funds under a ny of the following programs:

Title IV of the Social Security Act

Part A - Aid to Families with Dependent Children

Bart B - Child Welfare Services

Title I of the Economic Opportunity Act (Youth Programs)

Title II of the Economic Opportunity Act

Urban and Rural Community Action Programs

Title III of the Economic Opportunity Act

Part B - Programs for Migrants (except that the standards need not apply in full to migrant programs until July 1, 1969)

Title V of the Economic Opportunity Act

Part B - Day Care Projects

Manpower Development and Training Act

Elementary and Secondary Education Act

Title I (programs funded under this title may be subject to these requirements at the discretion of the State and local school education agencies administering these funds)

Programs under the Department of Housing and Urban Development

B. Types of Facilities and Staffing

The Federal Interagency Requirements for Day Care are to apply to three major types of day care facilities. These types are defined as follows:

1. The family day care home - considered especially suitable for infants, toddlers, and sibling groups, and for neighborhood-based day care programs including those for children needing after school care. It is to include not more than 6 children age 3 through 14, or 5 children if the age range is infancy through 6, including the family day care mother's own children.

2. The group day care home - to provide family-like care, usually to school age children, in an extended or modified family residence. Under the definitions of the Panel, it is to have one or several employees and provide care for up to 12 children. It

is considered suitable for children who need before and after school care, but do not require a great deal of "mothering" or individual care.

3. The day care center - to serve groups of 12 or more children. Day care centers, according to the Panel, should not accept children under 3 years of age "unless the care available approximates the mothering of the family home." Centers may be established in private dwellings, settlement houses, schools, churches, social centers, public housing units, especially constructed facilities, etc.

The Federal standards include limitations on size of groups and child-adult ratios. New facilities are required to meet the requirements prior to Federal funding. Existing programs may be given up to 3 years to meet the requirements, if evidence of progress and good intent is shown. According to the Chairman of the Panel and Acting Chief of the Children's Bureau, Jule M. Sugarman, considerable reliance is to be placed on the use of volunteers to assist a central core of professional staff members in fulfilling the following staffing requirements:

1. Family day care home

   a. Infancy through 6 years. No more than two children under 2 and no more than five in total, including the family day care mother's own children under 14 years old.

   b. Three through 14 years. No more than six children, including the family day care mother's children under 14 years old.

2. Group day care home

   a. Three through 14 years. Groups may range up to 12 children but the child-staff ratio never exceeds 6 to 1. No child under 3 should be in this type of care. When preschool children are cared for, the child-staff ratio should not exceed 5 to 1.

3. Day care center

   a. Three to 4 years. No more than 15 in a group with an adult and sufficient assistants, supplemented by volunteers, so that the total ratio of children to adults is normally not greater than 5 to 1.

   b. Four to 6 years. No more than 20 in a group with an adult and sufficient assistants, supplemented by volunteers, so that the total ratio of children to adults is normally not greater than 7 to 1.

   c. Six through 14 years. No more than 25 in a group with an adult and sufficient assistants, supplemented by volunteers, so that the total ratio of children to adults is normally not greater than 10 to 1.

C. Environmental Standards

The Interagency requirements include provisions relating to the location of day care facilities. They require that priority be given to members of low-income or other groups in the population and geographic areas who (a) are eligible under the regulations of the funding agency and (b) have the greatest relative need. Other factors which must be taken into consideration include the travel time for children and their parents, provision of equal opportunities for people of all racial, cultural, and economic groups to make use of the facility, and opportunities for involvement of the parents. The facilities used for day care will also be required to meet safety and sanitation requirements and will have to provide adequate space and equipment, as described in the Interagency Requirements.

D. Standards Relating to Educational Services

Educational services are also required. The requirements stipulate that "Educational opportunities must be provided every child" which are "appropriate" to the child's age. It is also stated that "educational activities must be under the supervision

of a staff member trained or experienced in the field. Services may be provided in the facility or by the administering or operating agency." It is also required that nonprofessionals be used in providing social services, and that counseling and guidance be available to families to help in determining the appropriateness of day care, the best facility for a particular child, and the possibility of alternatives for day care.

F. Standards Relating to Health and Nutrition

Under the heading of Health and Nutrition Services, there is a requirement that agencies operating or administering a day care program must assure that the health of the children and the safety of the environment are supervised by a qualified physician. Also,each child is to receive dental, medical, and other health evaluations appropriate to his age upon entering day care, and at subsequent intervals appropriate for his age and state of health.

In regard to the provision of medical treatment, the requirements stipulate that "Arrangements must be made for medical and dental care and other health related treatment for each child using existing community resources." It is required further that "In the

absence of other financial resources, the operating or administering agency must provide, whenever authorized by law, such treatment with its own funds."

There are additional requirements relating to ensuring all appropriate immunizations, the provision of adequate and nutritious meals and snacks, and the physical and mental competence of the staff and volunteers in the programs.

G. Requirements for Staff Training

In the area of staff training, it is required that there be provision of orientation, continuous inservice training, and supervision for all staff - including professionals, nonprofessionals and volunteers. Nonprofessional staff must be given "career progressional opportunities" which include job upgrading and work-related training and education.

H. Requirements for Parent Involvement

As has always been the case in Head Start programs, there must be an emphasis on parent involvement in day care provided under the Federal interagency requirements. It is stated, for example, that

"Whenever an agency (i.e., an operating or an administering agency) provides day care for 40 or more children, there must be a policy advisory committee or its equivalent at that administrative level where most decisions are made. [The level where decisions are made on the kinds of programs to be operated, the hiring of staff, the budgeting of funds, and the submission of applications to funding agencies.] The Committee membership should include not less than 50 percent parents or parent representatives, selected by the parents themselves in a democratic fashion. Other members should include representatives of professional organizations or individuals who have particular knowledge or skills in children's and family programs." Further, it is provided that opportunities must be given parents to work with the program and to observe their children in the day care facility, as well as to have the opportunity to become involved in the making of decisions concerning the nature and operation of the day care facility.

A provision for parent involvement in day care programs was part of the amendments to the Social Security Act of 1967, which stipulated that with respect to day care services provided under Title IV the States must provide "for the development and

implementation of arrangements for the more effective involvement of the parent or parents in the appropriate care of the child and the improvement of the health and development of the child."

I. Administration

Requirements relating to administration include that, by July 1, 1969, recruitment and selection must provide for the effective use of nonprofessional positions and for priority in employment to welfare recipients and other low-income people filling those positions.

Also, the staffing pattern of the facility must be in reasonable accord with the staffing patterns required for Head Start and/or recommended standards developed by national standard-setting organizations.

J. Cost Under Interagency Standards

According to Jule M. Sugarman, who has been referred to earlier, the national average cost for providing day care under these standards is estimated to be about $1600 a year for preschool children, and $400 a year for children of school age.

K. Payment for Day Care Services

On the question of payment for day care, the requirements state simply that "Where permitted by Federal agencies providing funds, provision should be made for an objective system to determine the ability of families to pay for part or all of the cost of day care and for payment." At the present time, OEO does not permit payment for day care provided under its auspices.

IV. Day Care Problems and Proposals

There is increased interest in day care programs, as evidenced by legislative proposals and by increased activity both by government organizations and by others outside of government. Thus far, however, there has been only limited development of day care resources by either public or private organizations.

Part of the problem is no doubt the fact that even those who strongly support the concept of increased day care are not in agreement on what the priorities should be. For example, there is disagreement on who should be served by day care programs - or rather, who should be served first. Generally, legislative proposals have been formulated to serve only the very needy - families on welfare or living in poverty. However, there appears to be growing public support for providing day care on a broader basis, to care for children of working mothers, children who have handicaps, children of mothers who are in educational or training programs, or even children in large families where the mother has little time to give them individual attention. Testimony to support this broader approach was given last year during hearings on H.R. 10572, the Preschool

Centers Supplementary Education Act, introduced by Congresswoman Patsy Mink.

Controversy also exists in the area of day care standards. Many of those who have spoken out have defended the need for the highest possible standards, in order to safeguard the well-being of the children involved. Others have stressed that the need for expanded day care is so desperate that its growth should not be impeded by restrictively high standards.

Another area of concern is under what auspices day care should be developed. Many argue that the school system should be expanded to absorb the responsibility for care of children at the preschool level, as well as to develop programs to care for older children who need day care services outside of regular school hours. Others would place the major responsibility on welfare departments. In addition, there are many voluntary organizations which are already working in the area of day care, as well as a number of proprietary day care centers throughout the country.

A summary of the legislative proposals which have been made in recent years to expand or improve day care facilities and services

is attached to this paper. Generally, they have been of three types: to provide for improved child welfare services under the Federal-State child welfare program, including day care services; to provide Federal funds for educational services and equipment in day care centers; and to amend the National Labor Relations Act to permit employer contributions to trust funds to provide for the establishment of day care centers for the children of employees. Hearings were held in 1968 on the latter two proposals, and a bill to amend the National Labor Relations Act actually passed the House of Representatives during the second session of the 90th Congress.

While new proposals are being discussed, however, the implementation of existing legislation is moving slowly. As has been pointed out, the States have available to them 75 percent Federal matching funds (85 percent for fiscal 1969) for the development and operation of day care programs for the children of welfare recipients who are participating in work and training programs, and also for the children in families which are former or potential recipients of public welfare. In the year which has passed since the legislation was signed into law, however, relatively little new day

care has been developed under this provision.

One explanation given for this is that many States are operating on such tight budgets that even the 25 percent matching envisaged for programs in the future is difficult or seemingly impossible to find. There is also the simple problem of inertia on all levels of government. New programs require new plans, which must be approved by Federal agencies, and considerable negotiation is often necessary to work out differences.

Additional factors are the lack of personnel to develop new programs, and also the lack of physical facilities to house them. Although Federal funds are available to use for training of day care staff under existing programs, there is no general program which can be used to build new facilities.

Perhaps because Federal, State and local governments have been slow in developing programs, there appears to be growing interest in providing day care programs on the part of private non-profit and profit-making organizations. The Amalgamated Clothing Workers of America, for example, is sponsoring the development of several day care centers for members of its union. An organization named

Performance Systems, Inc., is planning to open its first "preschool educational play center" in Nashville, Tennessee this fall, and has planned 1,000 in operation nationwide within three years. The organization, formerly Minnie Pearl's Chicken System,Inc., is planning to provide day care for children age 3 to 6 on a profit-making basis. Prospective buyers are being informed that payments for day care may be $20, $25, and $30 for all-day care, five days a week for each child.

It seems clear that the market for day care, serving a broad economic span, is large and is growing. However, the Federal programs which are being developed and operated at the present time can be expected to reach only a small percentage of the needy within the next few years. As far as the non-needy general public is concerned, there are at present no Federal programs or proposals which could be expected to provide it with day care facilities and services on any significant scale.

LRS-38

ATTACHMENT

Summary of Legislative Proposals
for Day Care and Day Care Related Programs

Following is a summary of legislative proposals which have been made since 1961 which relate to day care of children. Bills which affect education for pre-school children are also included. In cases of identical bills, only one has been listed. Those proposals which have been enacted are not included, inasmuch as existing programs are described in another part of this paper.

87th Congress (1961 - 1962)

S. 1209 - Sen. Javits - referred to Committee on Labor and Public Welfare - entitled the "Day Care Assistance Act of 1962," it would have authorized the Secretary of Health, Education, and Welfare to make grants to the States to assist in the provision of facilities and services for the day care of children. State matching was to be 50 percent, and the allotment of the appropriations was to be based on the population of the States. The basic authorization was $12,500,000 a year, with a special authorization for areas designated as "impacted areas" for purposes of Federal contributions for education.

H.R. 6481 - Rep. Farbstein - referred to Committee on Ways and Means - would have amended Title V of the Social Security Act to provide funds to States to assist them in establishing and operating day care facilities for children of migrant workers. The authorization was for $750,000 a year.

88th Congress (1963 - 1964)

S. 3139 - Sen. Ribicoff - referred to Committee on Finance - would have amended Title V of the Social Security Act to require the special allotment for day care services to be matched by State expenditures for such services. (At that time there was a special allotment for day care under Child Welfare services.)

S. 522 - Sens. Javits, Metcalf, Holland,McCarthy, Pell, Cooper, Randolph, and others - referred to the Committee on Finance - would have provided assistance to the States for day care services to children of migrant agricultural workers.

H.R. 1965 - Rep. Ryan - referred to the Committee on Appropriations - would have made an appropriation to the Secretary of Health, Education, and Welfare for fiscal year 1963 to enable him to assist the States in providing child welfare services (including day care) under their State child welfare services plans.

89th Congress (1965 - 1966)

H.R. 16760 - Rep. Fogarty - referred to Committee on Ways and Means - would have amended Title V of the Social Security Act "to extend and improve the Federal-State program of child-welfare services." Funds provided under the bill could be used by the States for day-care services, in which case the State plan must provide "for cooperative arrangements with the State health authority and the State agency primarily responsible for State supervision of public schools to assure maximum utilization of such agencies in the provision of necessary health services and education for children receiving day care." Priority in determining need for day care was to go to members of low-income or other groups in the population and to geographical areas which have the greatest relative need for extension of such day care.

H.R. 6349 - Rep. Ayres - referred to Committee on Ways and Means - Title I provided for grants to States for the development and operation of programs designed to assist educationally

deprived children aged 3 to 7 and also for "preschool nursery and kindergarten training and education specially designed to prepare children for successful entrance and performance in elementary education."

90th Congress (1967 - 1968)

H.R. 15448 - Rep. Burke - referred to Committee on Ways and Means - would have amended Title IV of the Social Security Act to extend and improve the Federal-State program of child welfare services by authorizing such funds as may be necessary for the purposes of the bill. A Federal-State matching formula related to per capita income is provided. The States may use funds for day care services, in which case the State plans must provide for cooperate arrangements with the State health authority and the agency responsible for State supervision of public schools to assure maximum utilization of these agencies in the provision of necessary services; for safeguards to assure provision of day care only when it is in the best interest of the child and the mother and only when it is determined that a need for such care exists, as well as for payment when the family is able to pay; for priority in determining the need for day care to members of low-income or other groups in the population and to geographical areas which have the greatest relative need.

S. 587 - Sen. Ribicoff - referred to the Committee on Finance - would have amended Title V of the Social Security Act to provide a special day care service program for preschool children from families whose annual income does not exceed $6,000.

H.R. 9720 - Rep. Mink and 25 co-sponsors - referred to Committee on Education and Labor (hearings were held in February and June 1968 by the Select Subcommittee on Education) - provided for grants under a "Preschool Centers Supplementary Education Act" to provide supplementary educational services and education equipment to public and private nonprofit day-care centers. Authorized $300 million a year to be distributed among the States according to the number of working mothers in each State.

H.R. 14314 - Rep. Thompson and others - referred to Committee on Education and Labor (hearings were held and the bill was reported May 9, 1968 - H. Rept. No. 1370 - passed House Sept. 4, 1968) - would amend the National Labor Relations Act to permit employer contributions to trust funds to provide employees, their families and dependents, with scholarships for study at educational institutions, or for the establishment of child day care centers for preschool and school-age employee dependents.

H.R. 10682 - Mr. Quie and others - referred to Committee on Education and Labor - known as the "Opportunity Crusade Act," it would, in part, provide for the establishment and development of preschool and early elementary school programs for economically deprived children (Head Start and Early Years programs) to be administered by the Commissioner of Education with the assistance of an 8-member committee which he would establish for this purpose.

S. 3546 - Sen. Hart - referred to Committee on Labor and Public Welfare - would authorize a program of demonstration projects in preschool education for the purpose of "determining the advisability of promoting preschool education (half day sessions) as part of the public school education program throughout the Nation."

91st Congress (1969 - 1970)

H.R. 57 - Rep. Burke - referred to Committee on Ways and Means - same as H.R. 15448, 90th Congress.

H.R. 4191 - Rep. Mink and others - referred to Committee on Education and Labor - same as H.R. 9720, 90th Congress.

H.R. 2750 - Rep. Eilberg - referred to Committee on Education and Labor - same as H.R. 14314, 90th Congress.